The Municipality of
Metropolitan Toronto

Metropolitan Community Services Department
City Hall, West Tower, 5th Floor
Toronto, Ontario, Canada M5H 2N1
Telephone: (416) 367-8681 Telex: 06-23472

8

METROPOLITAN
TORONTO
CENTRAL
LIBRARY
Municipal Reference

February 24, 1982

To: Community Services and Housing Committee

From: Commissioner of Community Services

Re: Day Care Action Plan

The attached report prepared by the staff of the Children's Services Unit, Community Services Division, sets out a comprehensive plan for the development of subsidized day care in Metropolitan Toronto.

The report has three main sections. The first part deals with the organization and staffing of the unit to meet current service levels. The second part deals with the changes proposed in the development of a more effective intake procedure and the staffing associated with this change. The final section deals with the proposed expansion of subsidized spaces in Metropolitan Toronto and the staffing implications.

There are a number of issues that are not dealt with in this report. These include: day care affordability; salary levels in agencies providing day care; the appropriate allocation of day care spaces in Metro; the problem of special needs children. All of these issues are under review and will be the subject of further discussion with the Day Care Advisory Committee and the Province.

The purpose of this report is to build the foundation for improving the efficiency of Metropolitan Toronto in meeting its responsibilities for the provision of subsidized day care in the community.

The report has been used as the basis both for the Children's Services budget and for incorporation in the 1982 Day Care Service Plan. It has also been reviewed with the Budget Sub-Committee member responsible for Community Services.

The extent to which the Action Plan can be implemented depends upon the Province's willingness to fund. Metropolitan Council's support of the action plan would give a clear indication to the Province of Metropolitan Toronto's continued commitment to the provision of day care in this community.

It is therefore recommended that:

(a) The Metropolitan Council adopt the Day Care Action Plan in its entirety and formally submit the plan to the Minister of Community and Social Services for his endorsement. The specific details of the plan to be incorporated in the 1982 Service Plan as required.

(b) The Commissioner of Personnel prepare a report for consideration of Management Sub-Committee outlining the establishment changes required by the Day Care Action Plan.

(c) Metropolitan officials be authorized to take all necessary actions to give effect to the plan.

(d) Implementation of the Day Care Action Plan be subject to appropriate funding by the Province of Ontario.

Commissioner of Community Services

February 25, 1982

TO: COMMUNITY SERVICES AND HOUSING COMMITTEE

FROM: Deputy Commissioner of Community Services

SUBJECT: Day Care Action Plan

BACKGROUND:

This Report is the result of a detailed examination of Children's Services as a follow up to the June 1981 Management Review of the Department of Social Services.

The purpose of this study was to create an organization that would clarify functional responsibilities, establish reporting relationships reflecting these responsibilities, ensure adequate utilization of staff resources and introduce improved management and financial controls.

Over the past seven years, there has been a major expansion in day care spaces provided by Metro or funded through purchase of service agreements. The following table sets out the growth in levels of service.

SERVICE LEVELS
1975-1981

	1975	1976	1977	1978	1979	1980	1981
Metro Group	1877	2232	2299	2299	2327	2402	2590
Metro PHDC	--	100	201	239	250	250	300
Purchased Group	2919	4120	4125	4125	4190	4370	5000
Purchased PHDC	404	610	636	685	710	712	832
TOTAL	5200	7062	7261	7348	7477	7734	8722

In 1975, Metro operated 27 day care centres and two nursery schools. In 1981, Metro had 33 day care centres and one nursery school.

In 1975, Metro did not operate a private home day care program. In 1981, the Metro private home day care program provided spaces for 300 children.

In 1975, Metro had purchase of service agreements with 132 centres. In 1981, Metro had purchase of service agreements with 250 centres.

In 1975, the gross cost of day care services provided by Metro amounted to $12.8 million. In 1981, this had increased to $26.6 million.

This expansion has resulted in a staff shortage in the Intake and Assessment area as well as in the number of Nursery Inspectors for the Purchase of Service Program. The intake, administrative and inspection staffing levels are the same as they were in 1977. As a result, there are delays in assessing and placing children and the inspection program is no longer adequate.

In recognition of the growing discrepancy between the growth of service levels and staffing, several adjustments have been introduced to increase productivity. Among these changes were the introduction of an enrollment system whereby day care centres having purchase of service agreements are paid according to the number of children enrolled rather than according to the attendance of these children.

The admission system has been streamlined by the introduction of partial income test assessment and a mail-in case review system for parents on minimum fee to decrease the number of office interviews. The allocation of approved day care spaces has been controlled by the assignment of spaces to Area Offices. This has improved our capability to control numbers of children and expenditures. The need to improve the financial control system was recognized and a Computer Financial Control System for Day Care Services in Metropolitan Toronto is being developed. The first phase "Purchased Day Care Financial Control System" will be operational by March 1982.

The Metropolitan Toronto Day Care Planning Task Force, established in 1979, recommended the development of an improved system of identifying areas of need for day care services. The report was approved by Council in 1981. Work is proceeding on the development of a more effective means of identifying need on a community basis within Metro. This will ensure a more equitable distribution of day care spaces in Metro.

"Program Criteria" clearly outlining acceptable staffing levels, program provision and nutritional expectations for centres having purchase of service agreements, as approved by Metro Council, now form an integral part of the Purchase of Service Agreement. Adherence to the established Program Criteria together with many additional programs resulted in a considerable increase of inspection visits in order to improve the quality of service purchased. This has resulted in a more detailed inspection process and ensures accountability of both program and financial responsibility.

In order to put the future growth and funding of day care on a more systematic basis, Metro and the Province are working together to develop a Service Plan for 1982. This Service Plan sets out the following:

a) the current status of day care services in Metropolitan Toronto

b) identifying and setting acceptable staff/caseload ratios for both Assessment, Placement and Inspection

c) exploring changes in service delivery

d) setting goals and objectives for Metro Day Care Services for 1982

e) setting agreed upon issues to be studied with results to be included in the 1983 Service Plan.

The Service Plan does not address all outstanding issues, but it has the significant advantage of clarifying objectives and establishing a firm funding base to which both Metropolitan Toronto and the Province agree.

The Need for More Staff:

In spite of the steps taken over the past two years to streamline operations and improve productivity, present staffing levels are inadequate to carry out the Unit's responsibilities effectively at present service levels and are totally inadequate to accommodate future expansion. There are two main problem areas.

1. Intake, Assessment and Placement

The existing intake and assessment staff establishment is well below the necessary staffing levels to maintain adequate access to subsidized day care services. The previously approved Provincial caseload for Day Care Resource Workers was 1 to 400 cases. In our view the caseload can be increased to 450 cases to 1 Day Care Resource Worker as a result of the administrative improvements that have occurred in the past two years.

Presently there are approximately 8,700 approved spaces. The intake staff is responsible for the complete initial assessment and the semi-annual case review to ascertain continued eligibility. This results in 17,400 reviews annually which still does not take into account the turnover that occurs in day care.

TURNOVER CHART

	1975	1976	1977	1978	1979	1980
Service Level	5200	7062	7261	7348	7477	7734
Children Served	11266	11488	12725	13942	14668	14662
Turnover %	116.7	62.7	75.3	89.7	96.2	89.6

Our present staff establishment approved for day care intake is 16 day care resource workers and 11 day care clerks. If the recommended ratio of 450 cases to 1 worker is accepted we require the immediate addition of 3 Day Care Resource Workers and 2 clerks to meet existing service levels. Future expansion, of course, would require additional intake and placement staff.

One of the major problems in the day care placement and assessment area is the cycle of high turnover which occurs in August/September, and during staff vacations. Also when expansion occurs immediate assessment and placement is expected by the community. In the past temporary staff was provided by Social Services to assist day care intake during peak times. In order to properly account for expenditures on day care, it is recommended that provision for temporary staff be included in the day care budget.

2. Nursery Inspectors

At present, 3 Nursery Inspectors are responsible for inspecting purchased day care programs to ensure they meet the established program criteria. They also act in a consultative capacity to operators to enhance the quality of care provided by the private sector. Inspectors are required to encourage good working relationships and assist operators, supervisors, and staff in all aspects of day care programming including the

budgetary functions. There has been a decline of 30% in the inspection visits because of the increased workload. Also, additional time is required to assist operators in the preparation of their budget submissions. The day care community has consistently requested an improvement in the ratio, and the Metro Task Force recommended a maximum ratio of 1 to 50. This was supported by the Management Review Committee.

The 3 Nursery Inspectors are now required to deal with 250 centres. To meet the 1 to 50 recommendation, an immediate addition of 2 Nursery Inspector positions is required. In addition, a Clerk III is needed in order to cope with the increased clerical workload due to the expansion of programs and the increase in the staff complement. This increase in staff is needed simply to meet existing service levels.

REORGANIZATION OF THE UNIT

This section of the report deals with the internal organization of the Unit. The objective of this proposed structure is to clarify functional responsibilities and reporting relationships and to introduce more effective management and expenditure control systems.

In the past, the 3 Managers functioned as a team to achieve an effective day care delivery system in Metropolitan Toronto. Some areas of responsibility, however, overlap - i.e. the Manager, Metro Day care Services, has overall responsibility for managing delivery of the directly operated day care program but the Manager, Day Care Administration, has responsibility for casual staffing, requisitioning and statistics for the directly operated program.

In order to eliminate potential duplication of effort, a new organization has been developed.

The Director, Children's Services, has overall responsibility for policy development and management of day care services in Metropolitan Toronto. This position is currently vacant, but is expected to be filled by the end of February. This position reports to the Deputy Commissioner, Community Services.

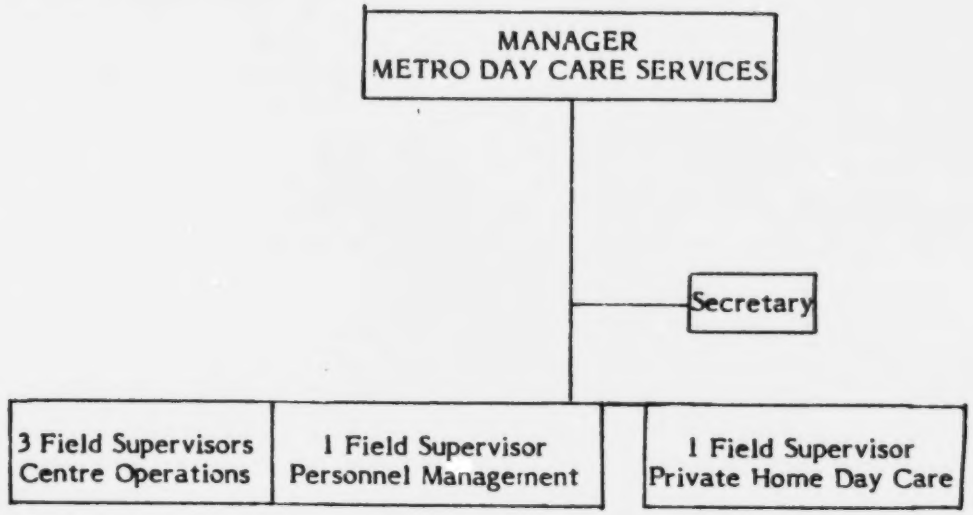
The operation of the Unit is broken down into three functional areas and responsibility for each is assigned to a Manager. These functional areas are:

1) Metro Day Care Services

2) Purchased Day Care Services

3) Day Care Administration

METRO DAY CARE SERVICES



34 Day Care Centres
453 Staff
2590 Children
1 Clerk III
1 Clerk II*

7 Home Visitors
2 Clerks III
150-175 Providers
300 Children

* New position.

Manager - Metro Day Care Services

The Manager of Metro Day Care Services has total responsibility for the management of the directly operated day care program which involves the provision of service for 2,590 children through 33 Metro Day Care Centres, 1 Nursery School, and 300 children in the Private Home Day Care Program. Five Field Supervisors report directly to the Manager of Metro Day Care Services.

Personnel Management

One Field Supervisor will take overall responsibility for personnel management for the Metro group program and will assume some responsibility for the Manager's workload in her absence. The main function will be the hiring of all permanent, temporary and casual staff, performing all duties relating to staffing and, at the same time, providing for cost efficiency by avoiding overstaffing in time of low attendance of children. In the day care program, an adequate staffing component is essential in order to provide safe and developmental day care for the children and to ensure that the legislative requirements under the Day Nurseries Act are met, requiring that adequate ratios of staff to children are maintained. This staff person will also act as backup to the other Field Supervisors in their absence.

Centre Operations

Three Field Supervisors will each take responsibility for 12 Metro Centres involving 12 Senior Supervisors and approximately 150 staff. They will be assuming overall supervision and budget control for their grouping of centres. These Field Supervisors are needed for the directly operated Program to ensure a quality program that meets the standards and guidelines under The Day Nurseries Act and Regulations.

The program in Metro Centres provides for the cognitive, social and emotional growth of the children. Metro Centres also have an integrated program for developmentally handicapped children and are involved in several research programs, including one for the prevention of child abuse. Approximately 300 Early Childhood Education students a year receive work placement and training through our directly operated programs.

Since 1976, Metro group centre expansion has been limited. However, with the development of Braeburn in a school location at extremely reasonable capital and rental cost, we foresee a potential for growth through the use of school space in Area Municipalities. Future expansion of the directly operated program is planned in high need areas taking advantage of vacant school space. We expect that only one new group centre per year will be funded by the Province.

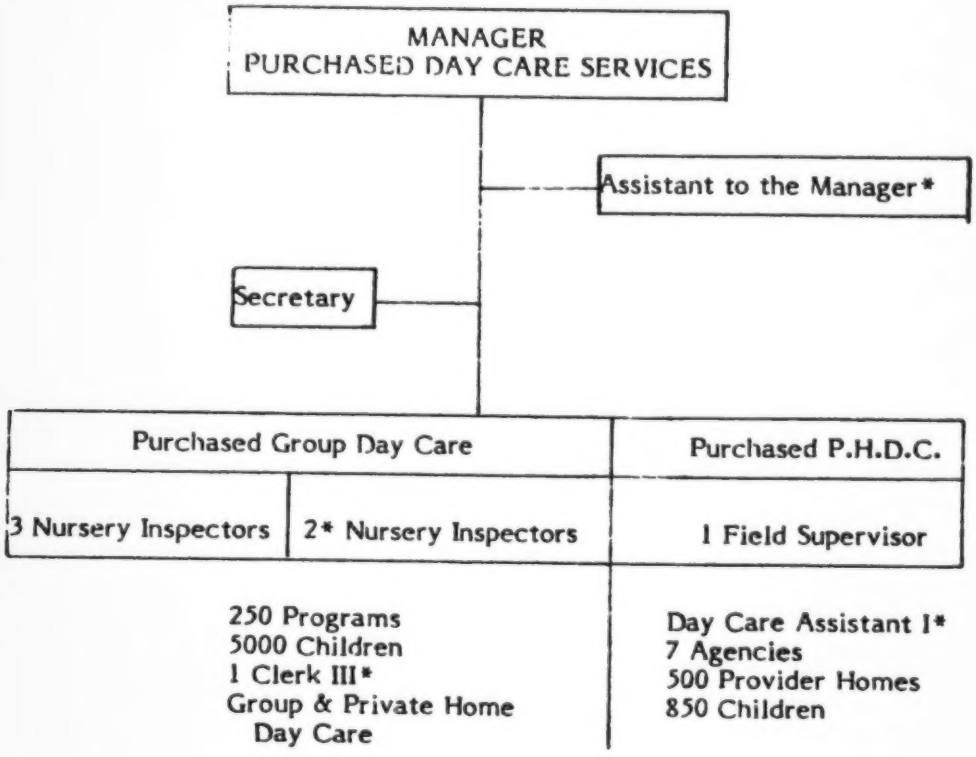
Private Home Day Care

At present, one Field Supervisor is responsible for the Metro Private Home Day Care Program. Under her supervision are 7 Homes Visitors and 2 Clerks; 300 children and 150-175 Providers. This program was established to provide care to children in supervised private homes in the community. Supervision of this Metro program by one Field Supervisor has reached its optimum.

Support Staff

A Clerk I provides supervision for the Children's Services clerical staff as well as performing many clerical functions for the directly operated section. In the reorganization, the Clerk I will be fully occupied in the Administration Section. The addition of a Clerk II typist is required to assume supervisory responsibility for the clerks involved with "Metro Day Care Services" as well as assuming duties presently performed by the Clerk I for this Section.

PURCHASED DAY CARE SERVICES



* New Positions

Manager, Purchased Day Care Services

The Manager, Purchased Day Care Services, has responsibility for the Purchased Day Care Services program which involves both group and private home day care.

This program provides for the purchase of 5,000 day care spaces involving 250 group programs and 7 Agencies providing 832 private home day care spaces.

Purchased Day Care Services has undergone a rapid expansion. This, in combination with the introduction of program criteria approved by Metro Council, has resulted in a significant increase in the Manager's workload.

Assistant to the Manager

Children's Day Care Services, and in particular the provision of purchased day care services, is a high profile community service. The provision of this service is under constant scrutiny and it is therefore essential that sound public relations be maintained with the day care programs under contract, the day care community at large, as well as with the general public.

The planned growth in the purchased day care section, the implementation of the Day Care Planning Task Force recommendations and Metro's Program Criteria will require additional management staff in order to effectively administer this program.

We recommend the position of an Assistant to the Manager be created. The major responsibility of this position will be to evaluate programs, assess adherence to the standards, review budget submissions, and make recommendations for additional contracts to be negotiated. This staff person will work closely with the Manager of Purchased Day Care Services, assisting in all areas of program delivery, (this position is seen as a training position) and assume responsibility for the Manager's workload in her absence.

Group Centres

As noted previously, there is an immediate need to add two Nursery Inspectors and a Clerk III to meet existing service levels. Additional staff will be required as it is anticipated that the bulk of future expansion will impact on this area.

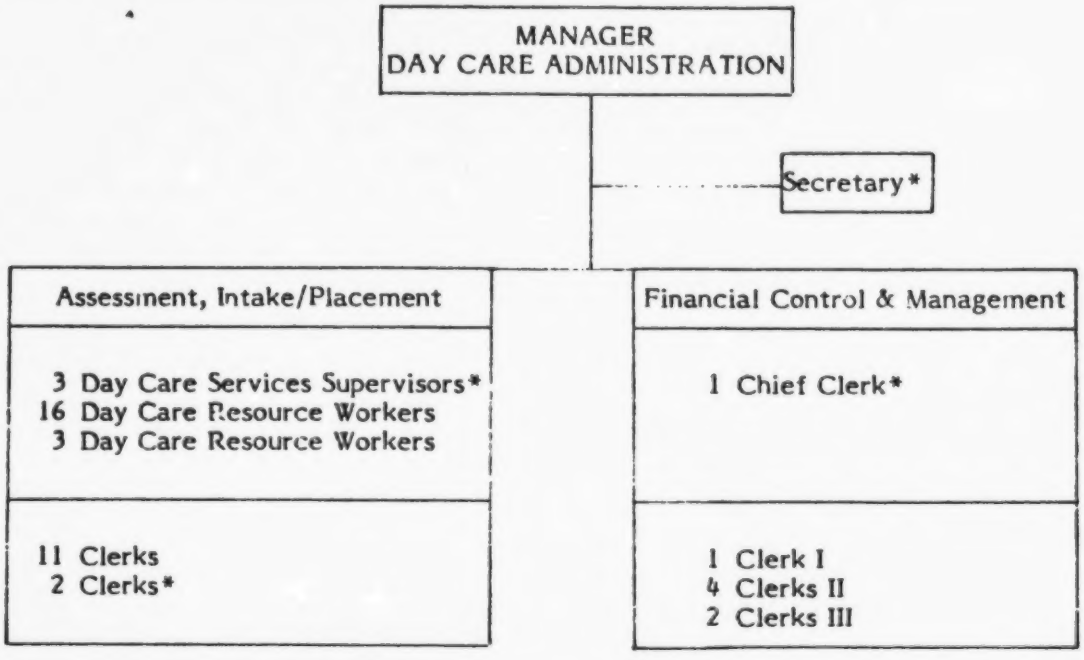
Private Home Day Care

The Department has Purchase of Service Agreements with 7 Agencies providing Private Home Day Care. Unlike group care, which has been operating under provincial licensing legislation since 1949, private home day care has only been established since 1973 and so far does not fall under licensing regulations. Agencies have been operating under provincial "guidelines" which are open to different interpretation. Since the reorganization in 1979, one Day Care Field Supervisor has been responsible for the double function of providing supportive consultation to Agency personnel and the inspection of approximately 500 day care provider homes located across Metropolitan Toronto.

The Day Care Field Supervisor's main responsibility entails assisting Agency personnel in the effective administration of the program to ensure that satisfactory service to the children in care is being provided through Agency approved "Provider Homes". The Day Care Field Supervisor is available for consultation and advice in the area of program development for providers, interpretation of legislative and Departmental requirements, as well as to assist with budget preparation. To ensure that the day care purchased meets the developmental needs for the children's physical, emotional and social development in a safe and healthy environment, inspection visits to Provider homes form an integral part of the Department's responsibility to provide and promote quality care.

At present Manager, Purchased Day Care, and Manager, Day Care Administration, share a secretary. The increased responsibility and planned expansion in both group and private home day care will require a full-time secretary (Clerk III) for each of the Managers.

DAY CARE ADMINISTRATION



*New positions required for current caseload.

Manager, Day Care Administration

The present title for this position is Manager, Administration and Program Co-ordination. This title reflects the past confusion in function. Under the new organization, responsibility for program co-ordination is listed with the Director. The Manager, Day Care Administration is left with two critical functions: "Financial Control and Management" and "Assessment, Intake and Placement" of all subsidized children.

The Manager, Day Care Administration, assumes responsibility for expenditure control and overall financial management. The two program Managers provide the necessary budget information to enable the Manager, Day Care Administration, to supervise the preparation of the complete Children's Services budget. In addition the manager is responsible for the intake, assessment and placement function.

Intake, Assessment, Placement

Children's Services has been decentralized for day care intake by placement of day care resource workers in each Area Office. The ongoing supervision has been provided by Support Services Supervisors, Social Services Division. The Management Review, when recommending separation of community servics and social services, indicated that day care should function independently and a detailed evaluation was undertaken to ensure an effective intake and placement model for day care services.

In order to service our clients effectively and also to establish an effective computerized financial control system, we recommend the establishment of 5 intake locations each of which will have at least two satellites. These should be convenient to public transportation to serve our clientele.

Our long term objective is to have five independent locations. However, in the interim we recommend co-location with Social Services in three Area Offices - Etobicoke (B), North York (C), and West Toronto (J).

The Etobicoke, North York and West Toronto offices are conveniently located for our clients and have sufficient space to meet our needs at this time. The Commissioner of Social Services supports this proposal. Continued co-location will enable us to evaluate the efficiency of both separate and co-location models. The Commissioner of Social Services has indicated that the supervision of day care resource staff in two of these Area Offices can still be performed by his Support Services Supervisors.

Since the Scarborough Area Office (D) is relocating and would be inaccessible for our parents, we recommend the establishment of an independent office for day care and community service personnel at Warden and Eglinton. We also recommend the establishment of an independent office in East Toronto at Pape and Danforth as the only space available to us through Social Services (Area Office H) is too small for our needs and inconvenient for our clients.

The day care intake for the Boroughs of York and East York will be through a satellite location.

As previously noted, there is an immediate need to increase the intake staff by three day care resource workers and two clerks. The proposed five centre organization will require three supervisors. Although one supervisor will be assigned to an office shared with Social Services, this is a temporary arrangement and we expect that the space in Area Office J (West Toronto) will not be available in the longer term.

Financial Management and Control

The Management Review identified the lack of current financial information and a management control system. It is imperative that immediate steps be taken to improve the financial control system.

At present we are completely dependent on a manual system with a caseload of 8,750 and a turnover of 90% resulting in 16,625 children per year in care. The directly operated program is more readily controlled and has less variables than the Purchased Day Care program. Although we recognize the need for detailed data on the complete day care operation to enable the Children's services Unit to manage more effectively, we see the "Purchased Day Care Financial Control System" as our first computer priority. The variables of 250 programs, approximately 700 per diem rates and 5,000 spaces can no longer be controlled and expenditures projected manually. The Purchased Group Day Care can fluctuate radically resulting in under and over expenditures of the approved budget levels, even when the number of children in care is controlled.

In order to be able to project day care expenditures accurately and to maintain enrollment to the full approved capacity, an on-line computer system with terminals in the five main intake locations and the Children's Services Head Office will be installed.

It is essential that the data input be current and since the actual placement and withdrawal of children into day care services is by the day care staff located in the community offices, input will occur daily at this source.

At present, all financial information is 60 days in arrears as we are dependent on the submission of claim forms from the individual operators. These claims cannot be prepared until the service has been provided and it requires approximately three weeks to approve the claim and process the cheque at which point the expenditure is known. The system we are developing will enable us to provide the operators with a claim form to be completed and returned and since the enrollment data is available an accurate projection of expenditures can be performed on demand.

The function of the four Clerks II presently in the establishment, will change drastically as a result of the computerization. We foresee that these positions will be necessary but their responsibilities will more clearly be related to data input, evaluation, and budget and financial audit pertaining to both purchased and directly operated day care services. However, in order to be able to develop and maintain an appropriate system, we recommend that the staff establishment be increased by a Chief Clerk. The major responsibility of this positon will be the preparation of budgets, the ongoing control function related to all aspects of the financial management system, and to assist the Manager, Day Care Administration, in the development and refinement of more effective control systems. It should also be noted that clerical staff funded through the Children's Services budget are located in the Accounting Unit of the Administrative Service Division. This includes three Clerks II and one Clerk IV.

Future Expansion

The Metro Toronto Day Care Planning Report, approved by Metro Council, recommended a planned expansion as follows; 1981-680, 1982-680, 1983-1209, 1984-1209, 1985-1210, 1986-1210, 1987-1210.

Children's Services propose a 5 year plan of 1,000 spaces a year.

For 1981 we reached our objective by adding 988 spaces; 630 - Purchased Group Day Care, 120 - Purchased Private Home Day Care, 50 - Metro Private Home Day Care, 80 - Metro operated Flemingdon Day Care, and space expansion in existing Metro Centres resulted in an additional 108 spaces. The annualization of all the Purchased Group spaces has not been approved by the Province, 250 spaces are in dispute and in the Service Plan are shown as 1982 expansion.

EXPANSION - 1981-1985

	1981	1982	1983	1984	1985
Metro Group	188	55	80	80	80
Metro PHDC	50	200	100	200	100
Purchased Group	630	545	620	520	620
Purchased PHDC	120	200	200	200	200
TOTAL	988	1000	1000	1000	1000

For 1982 we propose to add an additional 1,000 spaces; 55 spaces Metro operated Braeburn, 200 - Metro operated Private Home Day Care, 200 - Purchased Private Home Day Care and 545 - Purchased Group Day Care.

There has been an indication from the Province that early in 1982 there will be a work incentive announcement encouraging employment for women presently on F.B.A. This will mean a demand for additional day care spaces not included in our objective for 1982. If this incentive occurs, it will require expansion in addition to spaces planned for regular growth.

The 1982 expansion of 1,000 spaces is included in the Service Plan and the Community Service Budget Estimates for 1982, but has not received Provincial approval.

EXPANSION PROGRAMS

1. METRO PROGRAMS

a) Group Centre - Braeburn located in an Etobicoke elementary school to provide day care service to 55 children. Approval for this Centre has been received previously from Metro Council.

b) Private Home Day Care - This program is ideal for the care of infants as providers are able to give individual care to babies in a home setting, and as it is the most cost effective for this age group, our objective is to rapidly expand this program to meet the need for infant care. In 1981 we were able to improve the ratio of infants cared for in this program.

The ratio of infant care provided in the day care community is totally inadequate and is one of the major issues to be studied during 1982 for inclusion in the 1983 Service Plan. As this is a high priority of need and to achieve our goal of the directly operated service providing infant care, we recommend that 200 of the expansion spaces be allocated to this program.

To reach this objective, we need to add 1 Senior Supervisor Grade 1, who will report to the Field Supervisor who is responsible for the Private Home Day Care Program, 5 Home Visitors and 2 Grade III Clerks to our staff

establishment. We plan an expansion of 100 spaces to this program in 1983 to reach the optimum private home day care model, which will require the addition of 2 Home Visitors to the staff establishment at that time. Additional staff will be requested for the expansion of this program in 1984 and 1985.

2. PURCHASED DAY CARE SERVICES

a) Group Day Care - If the planned expansion of 545 spaces for 1982 in group care is approved, it is essential to increase the staff establishment by 1 Nursery Inspector early in 1982. As further expansion occurs, additional Nursery Inspectors will be requested to maintain the 1 to 50 ratio.

b) Private Home Day Care - The 1982 planned expansion of 200 spaces can be serviced by the requested increase in staff establishment. As the program expands further additional staff may be required.

Provincial legislation re licensing of Private Home Day Care Agencies and program guidelines are expected to take effect in 1982. This legislation, the planned development of Metro program criteria, and the recommended expansion of 200 spaces will place further demands on Metro. In order to effectively manage and supervise this program, we recommend that a Day Care Assistant Grade 1 be added to the establishment. The main responsibility of this person will be the inspection function and other related duties as assigned by the Day Care Field Supervisor.

INTAKE AND PLACEMENT

With the planned expansion of 1,000 spaces per fiscal year, the addition of two day care resource workers and 2 clerks will be needed each year to maintain a reasonable ratio. These positions will be requested annually in the regular manner through the annual budget process.

CONCLUSIONS

The organization and staffing outlined in this Report should result in a more efficient and effective day care operation. Access to information on day care and assessment for eligibility will improve. The Financial Control System will result in a more efficient operation and management will be able to plan more effectively for future development.

This Report outlines how we see the Children's Services Unit organized in the context of a five year plan. Additions to the staff complement are essential to meet the current service levels and further additions are related to expansion of service. We recognize that the adoption of this Report is dependent on Provincial cost-sharing. The Service Plan includes the financial implications of all the above recommendations resulting in a substantial increase to the 1982 Day Care Budget Estimates.

The increase to the staff complement requested for the current service levels is essential to provide and maintain an efficient and effective day care delivery system for Metro Toronto. The ability to project expenditure and be current on enrollment data enhances our flexibility to provide as much day care service as possible and still control

expenditures within the approved budget.

We are committed to the 5 Intake Offices tied to the Head Office by the on-line computer system. This will enable us to improve the information and data base for day care by Borough and City and this data along with current needs projection provided by the Task Force information, will enable us to provide more definitive need and usage patterns. This also puts us in a more advantageous position for funding negotiations with the Province. Also clearly it will assist Metro Toronto Children's Services project accurately changes that occur as client profiles alter.

Prepared by:
A. M. Butt
M. de Wit
H. Gotsche